

CITY OF OAKLAND

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OFFICE OF THE CITY CLERK  
OAKLAND

2017 OCT 12 PM 3:52

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** Grant Agreements with Non-Profit  
Organizations To Administer Safe  
Haven Outdoor Navigation Centers

**DATE:** October 9, 2017

City Administrator Approval

Date:

10/12/17

## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:**

- 1. Enter Into A Grant Agreement With Bay Area Community Services In An Amount Not To Exceed \$200,000 Each Year for Fiscal Year (FY) 2017-2018 and FY 2018-2019 To Provide Housing Navigation Services At An Outdoor Navigation Center Site; And**
- 2. Enter Into A Grant Agreement With Operation Dignity In An Amount Not To Exceed \$300,000 Each Year for FY 2017-2018 and FY 2018-2019 To Provide Site Management Services At An Outdoor Navigation Center Site; And**
- 3. Accept And Appropriate Any Funds For Outdoor Navigation Center Services That May Become Available From Alameda County, The City Of Emeryville, And Any Other Sources Without Returning To Council For The Period of FY 2017-2018 and FY 2018-2019; And**
- 4. Amend The Above Grant Agreements To Increase The Grant Amounts For Additional Outdoor Navigation Center Services And Efforts Without Returning To Council Within The Grant Term of FY 2017-2018 and FY 2018-2019.**

## EXECUTIVE SUMMARY

The unsheltered population in Oakland has reached a crisis proportion, increasing by 30% since 2015 to 1902 individuals in the 2017 Homeless Point In Time Count. The City Council has identified and provided funding for multiple strategies in the FY2018-19 budget to address this crisis. One of those strategies is the creation of a Safe Haven Outdoor Navigation Center. The total cost of each site is estimated to be \$514,000 with additional one time costs of approximately \$80,000. This report builds upon previous reports and recommends that the Council authorize the City Administrator to enter into grant agreements with Operation Dignity to provide site management services (community building, site security, coordination with other

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providers to come on site) and Bay Area Community Services to provide Housing Navigation services at Safe Haven Outdoor Navigation Center(s).

### **BACKGROUND/LEGISLATIVE HISTORY**

In the last eighteen months, there have been several staff reports to the City Council informing and recommending options for addressing the issue of homelessness within Oakland. These reports have resulted in the City Council providing funding for a Safe Haven Outdoor Navigation Center and enhance existing strategies for ending homelessness.

- On January 5<sup>th</sup>, 2016 the City Council passed an ordinance, 13348 C.M.S. declaring a homeless shelter crisis in the City of Oakland and suspending planning, zoning and other permit requirements for additional homeless shelters. This ordinance was in effect until January 5, 2017.
- On January 7<sup>th</sup>, 2016, an informational report on the Homeless Crisis in the City of Oakland was presented to the City Council. That report outlined six investment options for the City Council to consider. **Attached as Attachment A.**
- On October 3, 2016, the City's Compassionate Communities Pilot began and the City Council adopted a resolution that allowed the City Administrator to enter into grant agreements with Bay Area Community Services (BACS) for the provision of services to homeless residents in an encampment at 35<sup>th</sup> Street and Peralta Avenue. This pilot was explained in detail in the Analysis Section of this report. **Attached as Attachment B.**
- On April 13, 2017, an informational report on the Funding Strategies To Reduce Homelessness In Oakland outlining funding options for Encampment Health and Safety, Interim Housing, Permanent Housing Development, and Other Options/Programs. **Attached as Attachment C.**
- On May 23, 2017, a supplemental report was presented to the Council further outlining the Safe Haven Outdoor Navigation Center model. As part of this report, the Safe Haven Outdoor Navigation Center Program was funded. **Attached as Attachment D.**
- On 10/3/17, a report and recommendation was accepted by the City Council to move forward with one or more safe haven sites. **Attached as Attachments E1 and E2.**
- On October 3, 2017 the City Council passed an ordinance declaring a shelter crisis in the City of Oakland and authorizing the City Administrator to suspend provisions of state or local regulatory statutes, regulations, and ordinances prescribing standards of housing, health or safety for additional shelter facilities if needed.

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## **ANALYSIS AND POLICY ALTERNATIVES**

Safe Haven Outdoor Navigation Centers can take many forms. What most models have in common are:

1. The ability to be extremely low barrier with very few rules and restrictions.
2. The ability to accept entire encampments or groups of people together.
3. Willingness to accommodate people's personal belongings and provide safe storage.
4. Accepting people's pets.
5. Access to toilets and showers.
6. Staffing and services that are adequate to ensure safety within the site and to ensure that people get linked quickly to services and housing.

Safe Haven Outdoor Navigation Centers provide a mechanism for intensifying services to unsheltered individuals. The implementation of a Safe Haven Outdoor Navigation Center on a property, along with portable toilets, showers, storage units, portable office space and portable common space will offer a nexus of services all working towards ending the unsheltered status for those participating.

### ***Model***

Staff is working with providers to finalize the operational model. Staff recommends that the initial site admit residents by combining geographically focused and high priority participation. The site will have some proportion of the beds reserved for individuals from specific encampments / geographic locations and other beds reserved for the highest priority individuals referred to the site via the coordinated entry/prioritization system. This model will allow for some geographically driven interventions and an alignment to the coordinated entry/prioritization process. Access to housing resources will be allocated through the coordinated entry/prioritization process meaning that some residents will receive homeless specific housing assistance and others will be assisted to increase income, access mainstream housing, and/or reunify with friends and family. Not all people will end their homelessness through this safe haven strategy. As people exit for housing, additional people will move in.

### ***Impact***

The Safe Haven Outdoor Navigation Center provides stability, safety, and services. By providing people with a sanctioned place to be, it ends the costly cycle of abating encampments and having them re-form down the block or around the corner.

Having people living in a specific location reduces the impact of unsanctioned encampments on other neighborhood residents and reduces the impact on the encampment residents of unsafe and unsanitary living conditions. An Interim Housing model provides increased safety and improved health and hygiene for its residents. It also provides a platform to engage clients further in services and housing.

**FISCAL IMPACT**

The funds are available in the amount of up to \$1,022,120 for the Safe Haven Outdoor Navigation Center for Fiscal Year 2017/2018 and 2018/2019 as identified in the table below:

<b>Safe Haven Funding</b>					
<b>Fund</b>	<b>Organization</b>	<b>Account</b>	<b>Project</b>	<b>Source</b>	<b>Amount</b>
1870 Affordable Housing Trust Fund	<b>78411</b> Community Housing Services	<b>54919</b> Miscellaneous Contract	1003811	Safe Haven FY 17/18	\$450,000
1010 General Fund	<b>78411</b> Community Housing Services	<b>54919</b> Miscellaneous Contract	1003811	Safe Haven FY 18/19	\$450,000
1010 General Fund	<b>78411</b> Community Housing Services	<b>54919</b> Miscellaneous Contract	1001119	Homeless Pilot Project	\$122,120 Estimated amount for FY 2017-2018 and 2018-2019 contingent upon availability of funding
<b>TOTAL</b>					<b>Up To \$1,022,120</b>

These funds will be allocated to grant agreements with Bay Area Community Services (BACS) in an amount not to exceed \$200,000 each year of FY 2017-2018 and FY 2018-2019 to provide housing navigation services, and to Operation Dignity (OD) in an amount not to exceed \$300,000 each year in FY 2017-2018 and 2018-2019 to provide site management services at a safe haven outdoor navigation center site.

The City is actively seeking partnerships with other jurisdictions and with private and corporate funders for the creation of additional safe haven outdoor navigation center sites. If additional funding is secured the City Administrator's office is seeking authority to accept and appropriate any additional funding for outdoor navigation center services without returning to Council for the period of FY 2017-2018 and FY 2018-2019.

The proposed resolution also authorizes the City Administrator to amend the grant agreements with OD and BACS to increase the grant amount without returning to City Council within the grant term of FY 2017-2018 and FY 2018-2019.

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### **PUBLIC OUTREACH/INTEREST**

This report did not require public outreach other than the posting of this report on the website.

### **COORDINATION**

Coordination on the proposed resolution has occurred between the Human Services Department, Office of the City Attorney, Controller's Bureau, and the City Administrator's Office.

### **PAST PERFORMANCE**

Bay Area Community Services (BACS) and Operation Dignity (OD) are current grantees in the City's service provision for unsheltered homeless individuals, partners in the City's Coordinate Entry System (CES), and longtime non-profit operators of social services in the Bay Area and Oakland (BACS established in 1953, OD established in 1993).

Both BACS and Operations Dignity were the City's partners during the Compassionate Communities Pilot project which was in operation between October 2016 and April 2017. In their roles as Housing Navigators, BACS demonstrated competency, consistency, and expertise in serving the population while remaining flexible to the circumstances of a new service model, learning collaborative, and cross agency and departmental partnership. BACS served 40+ participants as part of the Compassionate Communities Pilot and supported the following outcomes at pilot end:

- 24 clients of the original cohort of 40 were housed
  - 8 moved into permanent housing
  - 16 moved into transitional housing at the Housing First Support Network (HFSN)

In a follow-up conducted in August 2017 on the status for those 24 who were housed was:

- 10 remain in transitional housing.
- 10 are in permanent housing.
- 2 dis-engaged with services.
- 1 is incarcerated.
- 1 deceased.

Operation Dignity's (OD) role in the Compassionate Communities Pilot was a concentrated extension of their existing Homeless Mobile Outreach Program (HMOP) currently provided pursuant to a grant agreement with the City of Oakland. Operation Dignity also demonstrated competency, consistency, and expertise in serving the population while remaining flexible to the circumstances of a new service model, learning collaborative, and cross agency and departmental partnership.

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OD's role was fundamental to the site's management including but not limited to; outreaching before implementation, helping to set the tone of the site by working with the existing relationships they had with the cohort, supporting communication between the City and the site residents, assisting in the implementation of policy around cleaning and garbage removal, assisting in tracking the site's physical configuration of residents' tents, and supported the BACS team in every way. These were in addition to their regular operations of street based case management and harm reduction outreach. During the FY 2016/2017 program year, Operation Dignity's HMOP distributed more than 52,000 units of harm reduction, and more than 15,000 outreach and intensive case management efforts were provided to unsheltered persons and those living in homeless encampments in Oakland.

- In FY 2016-2017 the Homeless Mobile Outreach Program (HMOP) conducted 186 new field intakes and has 521 homeless households in their database (538 individuals).
- Harm Reduction units include food, hygiene kits, blankets, water, and resources and referrals to relevant agencies and services.
- HMOP performed site assessments and clean-ups at encampments 159 times.
- 14 Homeless Mobile Outreach clients exited to permanent housing, and 5 clients exited to temporary or transitional housing.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** As noted in the report, all funds identified in this report are for the purpose of providing services and safe space to the unsheltered homeless in a Safe Haven Outdoor Navigation Center site.

***Environmental:*** The provision of a Safe Haven Outdoor Navigation Center is intended to address the environmental degradation caused by homeless families and individuals precariously housed or living on the streets.

***Social Equity:*** The expenditure of these funds is targeted to the most vulnerable and at-risk populations in this City and is providing essential and basic human services, housing and support.

### **ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:

1. Enter Into A Grant Agreement With Bay Area Community Services In An Amount Not To Exceed \$200,000 Each Year for Fiscal Year (FY) 2017-2018 and FY 2018-2019 To Provide Housing Navigation Services At An Outdoor Navigation Center Site; And

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2. Enter Into A Grant Agreement With Operation Dignity In An Amount Not To Exceed \$300,000 Each Year for FY 2017-2018 and FY 2018-2019 To Provide Site Management Services At An Outdoor Navigation Center Site; And
3. Accept And Appropriate Any Funds For Outdoor Navigation Center Services That May Become Available From Alameda County, The City Of Emeryville, And Any Other Sources Without Returning To Council For The Period of FY 2017-2018 and FY 2018-2019; And
4. Amend The Above Grant Agreements To Increase The Grant Amounts For Additional Outdoor Navigation Center Services And Efforts Without Returning To Council Within The Grant Term of FY 2017-2018 and FY 2018-2019.

For questions regarding this report, please contact Lara Tannenbaum, Community Housing Services Manager, at 510-238-6187.

Respectfully submitted,



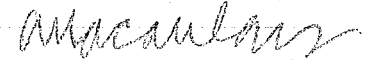
SARA BEDFORD  
Director, Human Services Department

Community Housing Services Division  
**Reviewed by:** Lara Tannenbaum, Planner  
**Prepared by:** Talia Y. Rubin, Program Analyst

**ATTACHMENTS:**

- Attachment A: Homeless Crisis in the City of Oakland
- Attachment B: Homeless Encampment – Compassionate Communities
- Attachment C: Funding Strategies to Reduce Homelessness In Oakland
- Attachment D: Supplemental to Funding Strategies to Reduce Homelessness in Oakland
- Attachment E1: Report on Serving Unsheltered Residents of Oakland
- Attachment E2: Supplemental Report- Safe Havens

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City Attorney

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# OAKLAND CITY COUNCIL

RESOLUTION No. \_\_\_\_\_ C.M.S.

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**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:**

1. ENTER INTO A GRANT AGREEMENT WITH BAY AREA COMMUNITY SERVICES IN AN AMOUNT NOT TO EXCEED \$200,000 EACH YEAR FOR FISCAL YEAR (FY) 2017-2018 AND FY 2018-2019 TO PROVIDE HOUSING NAVIGATION SERVICES AT AN OUTDOOR NAVIGATION CENTER SITE; AND
2. ENTER INTO A GRANT AGREEMENT WITH OPERATION DIGNITY IN AN AMOUNT NOT TO EXCEED \$300,000 EACH YEAR FOR FY 2017-2018 AND FY 2018-2019 TO PROVIDE SITE MANAGEMENT SERVICES AT AN OUTDOOR NAVIGATION CENTER SITE; AND
3. ACCEPT AND APPROPRIATE ANY FUNDS OR DONATIONS FOR OUTDOOR NAVIGATION CENTERS THAT MAY BECOME AVAILABLE FROM ALAMEDA COUNTY, THE CITY OF EMERYVILLE, AND ANY OTHER SOURCES WITHOUT RETURNING TO COUNCIL FOR THE PERIOD OF FY2017-2018 AND FY 2018-2019; AND
4. AMEND THE ABOVE GRANT AGREEMENTS TO INCREASE THE GRANT AMOUNTS FOR ADDITIONAL OUTDOOR NAVIGATION CENTER SERVICES AND EFFORTS WITHOUT RETURNING TO COUNCIL WITHIN THE GRANT TERM OF FY 2017-2018 AND FY 2018-2019

**WHEREAS**, approximately 1,902 individuals are living outside and unsheltered in the City of Oakland at any given time; and

**WHEREAS**, approximately 86% of homeless individuals in Oakland resided in Alameda County prior to homelessness; and

**WHEREAS**, the City wishes to operate a Safe Haven Outdoor Navigation program to provide intensive housing services; and



**WHEREAS**, the funds are available in the amount of up to \$1,022,120 for the Safe Haven Outdoor Navigation Center for Fiscal Year (FY) 2017-2018 and FY 2018-2019 as identified in the table below:

Fund	Organization	Account	Project	Source	Amount
1870 Affordable Housing Trust Fund	<b>78411</b> Community Housing Services	<b>54919</b> Miscellaneous Contract	1003811	Safe Haven FY 17/18	\$450,000
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<b>TOTAL</b>					<b>Up To \$1,022,120</b>

; and

**WHEREAS**, the City desires to enter into a grant agreement with Bay Area Community Services (BACS) for an estimated amount of \$200,000 each year for FY 2017-2018 and FY 2018-2019 for the provision of housing navigation services including but not limited to intensive housing case management and rapid rehousing to clients at the Safe Haven Outdoor Navigation Center; and

**WHEREAS**, the City desires to enter into a grant agreement with Operation Dignity (OD) in an estimated amount of \$300,000 each year for FY 2017-2018 and FY 2018-2019 for the provision of site management services including but not limited to community building, volunteer coordination, and safety to clients at the Safe Haven Outdoor Navigation Center; and

**WHEREAS**, other funding sources may be identified to contribute to the contracting of encampment services efforts and due to the urgent need of the program, the City seeks authority for the City Administrator to accept and appropriate these donations and funds in any amount from any source for outdoor navigation center efforts in FY 2017-2018 and FY 2018-2019 and staff is seeking this authority now because it is critical that City grantees can receive funding and provide services as quickly as possible; now therefore, be it

**RESOLVED:** That the City Council authorizes the City Administrator to enter into a grant agreement with Bay Area Community Services (BACS) for an estimated amount of \$200,000 each year for FY 2017-2018 and FY 2018-2019 for the provision of housing navigation services

including but not limited to intensive housing case management and rapid rehousing to clients at the Safe Haven Outdoor Navigation Center; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to enter into a grant agreement with Operation Dignity (OD) in an estimated amount of \$300,000 each year for FY 2017-2018 and FY 2018-2019 for the provision of site management services including but not limited to community building, volunteer coordination, and safety to clients at the Safe Haven Outdoor Navigation Center; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to accept and appropriate any funds or donations for outdoor navigation centers that may become available from Alameda County, the City of Emeryville, or any other source during FY 2017-2018 and FY 2018-2019 without returning to Council; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to amend the above-referenced grant agreements with BACS and OD to increase the grant amounts for the provision of additional outdoor navigation center services during the grant term of FY 2017-2018 and FY 2018-2019 without returning to Council; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests, and related actions which may be necessary for the above-referenced grant agreements without returning to Council; and be it

**FURTHER RESOLVED:** That said grant agreements shall be reviewed as to form and legality by the Office of the City Attorney and copies will be filed in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN,  
AND PRESIDENT REID

AYES -  
NOES -  
ABSENT -  
ABSTENTION -

ATTEST: \_\_\_\_\_

LaTonda Simmons  
City Clerk and Clerk of the Council  
of the City of Oakland, California